

## CHAIRMAN OF THE JOINT CHIEFS OF STAFF

WASHINGTON, D.C. 20318-9999

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24 May 2000

MEMORANDUM FOR: Chief of Staff, US Army  
Chief of Naval Operations  
Chief of Staff, US Air Force  
Commandant of the Marine Corps  
Commander in Chief, US Central Command  
US Commander in Chief, Europe  
Commander in Chief, US Joint Forces Command  
Commander in Chief, US Pacific Command  
Commander in Chief, US Southern Command  
Commander in Chief, US Space Command  
Commander in Chief, US Special Operations Command  
Commander in Chief, US Strategic Command  
Commander in Chief, US Transportation Command

Subject: Implementation of the DOD Policy for Realistic Training Off Federal Facilities

The Secretary of Defense has recently directed the promulgation of procedures (enclosed) to implement the DOD policy for realistic training off federal training facilities. Your support in this matter is appreciated.

HENRY H. SHELTON

Chairman  
of the Joint Chiefs of Staff

Enclosure



THE SECRETARY OF DEFENSE  
1000 DEFENSE PENTAGON  
WASHINGTON, DC 20301-1000

APR 26 2002

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS  
CHAIRMAN, JOINT CHIEFS OF STAFF  
COMMANDERS OF THE COMBATANT COMMANDS

SUBJECT: DOD Policy for Realistic Training Off Federal Facilities

The Services, USCINCSOC and USCINCFJCOM are responsible for training, ensuring combat readiness, and monitoring the preparedness of U.S. armed forces to perform across the spectrum of military operations, including military operations on urban terrain (MOUT). Realistic military training is critical to force readiness. However, because training opportunities that are both realistic and challenging may not be available at federal installations or other facilities specifically established for the conduct of realistic training, training in civilian urban settings will often be necessary in order to support readiness and training requirements. By its nature, however, realistic urban training in civilian urban settings raises unique policy, public affairs, and coordination issues that must be considered as part of the planning and approval process for such training.

To accommodate both military training needs and the unique concerns of civilian communities in which realistic urban training events are proposed, it is appropriate to establish uniform planning and approval guidelines for the conduct of such training. Therefore, the Chairman of the Joint Chiefs of Staff is directed to promulgate the attached uniform procedures to be implemented by the Services and combatant commanders in planning and approving realistic urban training in civilian urban settings.

For the purposes of this policy and the procedures developed by the Chairman, the following definitions will be applied:

a. Military Operations on Urban Terrain (MOUT). MOUT is all military actions planned and conducted on a topographical complex and its adjacent natural terrain where man-made construction is the dominant feature. It includes combat-in-cities, which is that portion of MOUT involving house-to-house and street-by-street fighting in towns and cities.

b. Realistic urban training (RUT). RUT is high-intensity, close-quarter battle training and the use of live or non-lethal fires, demolitions/explosives (i.e., breaching), and air and naval supporting platforms at the objective in civilian urban settings. It includes MOUT training which otherwise meets the definition of realistic urban training.

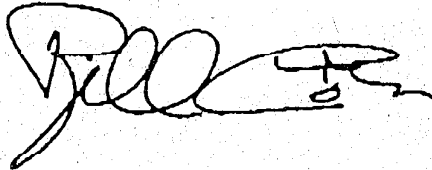
c. Civilian urban setting. Civilian urban settings are areas located in or near civilian communities where RUT events are proposed that are not located on: 1) federal facilities or installations; 2) private or state or local facilities that have been specifically developed or



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established for the purpose of training events such as those to occur during the proposed training event; or 3) remote areas on private or public lands where training activities will not reasonably be expected to impact civilian residences or commercial areas because of noise, traffic, or other foreseeable impacts of the training activity. A training event occurring off a federal installation will be considered to occur in a civilian urban setting if it is to occur in a location where it is likely to generate significant media attention or public interest.

The procedures developed by the Chairman, will apply to all realistic urban training events in civilian urban settings conducted in the United States, its territories and possessions, by Active or Reserve Forces, including National Guard Forces in Federal Service. This policy does not apply to National Guard Forces while in State status (under Title 32) or to aviation operations that do not require an exemption from standard Federal Aviation Regulations (FAR).

A handwritten signature in black ink, appearing to be "J. A. [unclear]", is written over a horizontal line.

Attachment:  
As stated

## UNIFORM PROCEDURES FOR PLANNING AND APPROVING REALISTIC URBAN TRAINING

### 1. REFERENCES.

- a. Secretary of Defense Memorandum, (date), DoD Policy for Realistic Urban Training Off Federal Facilities
- b. 10 USC § 167, Unified Combatant Command for Special Operations Forces
- c. 10 USC §§ 3013, 5013, 8013
- d. DoD Directive 5111.10
- e. Unified Command Plan 99

2. PURPOSE. This enclosure establishes uniform planning and approval procedures for realistic urban training (RUT) events conducted in civilian urban settings in the United States, its territories and possessions.

3. APPLICABILITY. This procedure applies to all RUT events in civilian urban settings conducted in the United States, its territories and possessions, by Active or Reserve Forces, including National Guard Forces in Federal service. This policy does not apply to National Guard Forces while in State status (under title 32) or to aviation operations that do not require an exemption from standard Federal Aviation Regulations.

4. DEFINITIONS. For the purposes of this enclosure, the following definitions will be applied:

- a. Military Operations on Urban Terrain (MOUT). MOUT is all military actions planned and conducted on a topographical complex and its adjacent natural terrain where man-made construction is the dominant feature. It includes combat-in-cities, which is that portion of MOUT involving house-to-house and street-by-street fighting in towns and cities.
- b. RUT. RUT is high-intensity, close-quarter battle training and the use of live or non-lethal fires, demolitions/explosives (e.g., breaching), and air and naval supporting platforms at the objective in civilian urban settings. It includes MOUT training that otherwise meets the definition of realistic urban training.
- c. Civilian Urban Setting. A civilian urban setting is an area or areas located in or near a civilian community where a RUT event is proposed that is

not located on: 1) federal facilities or installations; 2) private or state or local facilities that have been specifically developed or established for the purpose of training events such as those to occur during the proposed training event; or 3) remote areas on private or public lands where training activities will not reasonably be expected to have an impact on civilian residences or commercial areas because of noise, traffic, or other foreseeable effects of the training activity.

5. PROCEDURES. The following procedures will apply to the planning and approval of RUT in civilian urban settings.

a. Although it is the responsibility of the combatant commander or the Service to ensure compliance with these procedures and the intent of the policy established by reference a, approval authority for RUT events may be delegated to a general or flag officer within the chain of command of the combatant command or Service conducting the training.

b. Proposed training events will be reviewed to determine whether they are necessary and appropriate for unit readiness. Training must support unit mission-essential tasks (METs) and joint mission-essential tasks (JMETs).

c. Upon approval of the proposed training and not later than 14 days prior to the commencement of training, the combatant command or Service will notify the SECDEF through the CJCS, via message, of the approved training. At a minimum this notice will include the following:

- 1) Name and location of the unit conducting training.
- 2) A description of the scope of the training and types of activities to be conducted during the training event (e.g., live fire, breaching, use of aircraft).
- 3) Start and end dates of the training.
- 4) Training location.
- 5) A statement that all necessary coordination has been accomplished in accordance with the procedures outlined below; listing the names and positions of each official contacted IAW subpara d below.

d. Coordination With Civilian Officials.

1) During the planning phase for the training event, the commander responsible for planning the training must closely coordinate with, and obtain approval for the event from appropriate federal, state, and local civilian authorities. Civilian official approval shall be in writing. Commanders

shall consult their Legal and Public Affairs officers to assist in determining the appropriate civilian officials with whom to coordinate the training event. In determining the appropriate civilian officials for coordination, local government officials (e.g., mayor, borough chief, county commissioners or supervisors), and local and Federal law enforcement agencies will be consulted. At a minimum, a senior level official with responsibility for each affected civilian urban setting(s) shall be consulted.

2) Issues to be addressed with civilian officials during coordination shall include details on specific proposed training activities (such as whether the event will involve live fire, the use of rotary- or fixed-wing aircraft, close quarters battle training, whether the exercises will be conducted in daylight or at night, etc.), precautions to ensure public and participant safety, proposed public or resident notification/outreach procedures, and any other issues that might result in public interest or concern regarding the conduct of the exercise.

3) To the maximum extent possible civilian officials shall be briefed in person on the exercise concept.

4) The US Congressional Representative, or his/her staff, in whose district the training is taking place, and the US Senators for the state, or their staffs, will be advised of the proposed training event and provided information to the extent requested. Written approval or concurrence from the Representative or Senators will not be a precondition to exercise execution; however, if objections or issues are raised by the Representative or Senators that cannot be resolved, the issues will immediately be elevated to the Joint Staff, J-3, and the Service or combatant commander point of contact.

5) For each training site, license agreements with civilian or government property owners or managers will be executed. Agreements will address liability and conditions on usage of property. Property owners will be informed of the nature of the training to include written notification whether the activities will include breaching charges (amount of explosive), live ammunition (type: e.g., shotgun, frangible, etc.), rotary or fixed-wing aircraft, and whether the exercises will be conducted in daylight or at night. Prior to execution, license agreements must be reviewed for legal sufficiency. Copies of the license agreements shall be provided to the senior civilian officials responsible for the affected civilian urban setting(s).

6) A record of coordination activities will be maintained for each training event. The record will include the names and positions of the officials coordinating on and approving the event and a summary of the information provided to the officials regarding the event (e.g., date, time, and location of the training; types of activities to be conducted; proposed public notification/outreach plans, etc.). A follow-on letter will be distributed to the senior civilian official(s) responsible for the affected civilian urban setting(s)

that confirms the training event and lists the names of civilian officials who have coordinated plans for the training event.

7) Training events that will be conducted on a recurring basis at the same area or location may be based on a single memorandum of agreement (MOA) with the appropriate authorizing civilian officials. The terms of the MOA must comply with the requirements of this Attachment and the intent of reference a. MOAs authorizing recurring training will be reviewed by the Service or the combatant commander to ensure compliance with the procedures of this enclosure. Once the MOA is approved, individual training events conducted pursuant to the MOA may be conducted without further Joint Staff or OSD review. However, Services and combatant commanders will ensure that SO/LIC and the Joint Staff are notified 14 days in advance of the training events conducted pursuant to such MOA. Services and Combatant Commanders will also ensure that such MOAs are periodically reviewed to ensure they continue to fulfill the intent of this enclosure and reference a.

8) If non-disclosure agreements are required, they will be reviewed by command legal representatives. Non-disclosure statements should clearly explain that the agreement does not preclude persons from informing others of general, non-sensitive information about the training exercise.

9) To the extent practicable, consistent with OPSEC and safety considerations, recommendations of civilian officials regarding community notification/outreach and press procedures will be followed. Community notification/outreach procedures may include door-to-door notification conducted by the local law enforcement agency. Where notification/outreach and press recommendations cannot be followed, civilian officials will be so advised.

e. Other instructions:

1) Legal and public affairs (PA) representatives will be present for final planning meetings and on-site for the duration of all training activities.

2) The on-site PAO will handle all press queries after coordination with the on scene commander.

3) All requested training must be in accordance with all applicable statutes, law, DOD Directives and other guidance, and implementing Service directives.